ERRP

Emergency Response and Recovery Plan

- Policies and Procedures -

for the

Town of Sidney

2023

Prepared by the Town of Sidney Emergency Planning Committee. For more information about this Plan, contact:

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Approval

Emergency Response and Recovery Plan

The Emergency Response and Recovery Plan outlines the authority of the Town of Sidney to act in emergencies and communicates the policies and guidelines to be followed. The Plan also anticipates coordination with other organizations, both government and private, that may assist the Town during an emergency.

The Plan reflects a snapshot of a dynamic planning process and will always be subject to improvement. This document is not a final goal for Sidney; it simply records the procedures and key information already in place or under development.

As the undersigned, I approve this Plan as the framework for active and cooperative response and recovery that may be required to protect the citizens of our community. The policies and procedures detailed in this plan are approved for use in the circumstances specified therein.

Approved by the undersigned this date, _____ of _____, 2023

Randy Humble
Chief Administrative Officer
Town of Sidney

Foreword

We in Sidney are fortunate to reside in a community where the threat of natural or man-made disaster is not a dominant influence in our daily lives. This does not mean, however, that we can afford to be complacent. Many of our citizens are infirm, elderly, live in condominium and apartment buildings, or are otherwise unable to readily fend for themselves in a disaster. While our emergency resources are adequate in normal circumstances, they could rapidly become overwhelmed in a major emergency or disaster. We have a responsibility to be particularly vigilant about the threat of earthquake, as well as the dangers common to all maritime municipalities.

The purpose of the *Emergency Response and Recovery Plan* is to ensure that we are able to deal with any eventuality in an orderly and effective manner. It is the basis for all municipal department responses, and the authority for integrating the Emergency Program volunteers into the municipal response. It deserves careful study by everyone involved with emergency planning and response in Sidney.

Cliff McNeil-Smith, Mayor
Town of Sidney

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Acronyms

BCCDC	British Columbia Centre for Disease Control
BCEMS	British Columbia Emergency Management System
BCSPCA	British Columbia Society for the Prevention of Cruelty to Animals
CCG	Central Coordination Group
CRD	Capital Regional District
DFA	Disaster Financial Assistance
DND	Department of National Defence
EAF	Expenditure Authorization Form
ECC	Emergency Coordination Centre
EMCR	BC Ministry of Emergency Management and Climate Readiness
EOC	Emergency Operations Centre
EPC	Emergency Planning Coordinator
ESS	Emergency Support Services
GIS	Geographical Information System
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Centre
MOE	BC Ministry of Environment and Climate Change Strategy
MOF	BC Ministry of Forests
MOH	BC Ministry of Health
MOTI	BC Ministry of Transportation and Infrastructure
PECC	Provincial Emergency Coordination Centre
PEMO	Peninsula Emergency Measures Organization
PREOC	Provincial Regional Emergency Operations Centre
PSC	Public Safety Canada
SAR	Search and Rescue
TOS	Town of Sidney
VIHA	Vancouver Island Health Authority
VOIP	Voice Over Internet Protocol

Town of Sidney
Emergency Response and Recovery Plan

1. Overview

1.1 Purpose

Four Purposes of the Plan

The purpose of this emergency plan is to help the Town of Sidney and community representatives save lives, reduce suffering, protect property, mitigate damage to the environment, and control the economic consequences of emergencies and disasters.

The Plan provides operational guidelines for coordinating response to and recovery from incidents arising from all hazards faced by citizens, business owners, and visitors to the Sidney community. Overall, the Plan is designed to:

- <u>Inform Others</u> – The concise main portion of the Plan allows members of our assisting and cooperating agencies to see where they fit in the collaborative efforts needed for success.
- <u>Support Training</u> – The Plan is applied in training those responsible for emergency response and recovery among all relevant departments, agencies, and support organizations.
- <u>Guide Emergency Response</u> – During response to a threatening event, the Plan summarizes the key policies that promote coordination and guide responders in appropriate action.
- <u>Record Lessons Learned</u> – The Plan's checklists and annexes allow important lessons from actual events to be captured in concise, tangible guidance for future application.

1.2 Authorities

Requires an Organization

Council for the Town of Sidney is required under section 6(2) of the *Emergency Program Act* to prepare local emergency plans respecting preparation for, response to, and recovery from emergencies and disasters. Under Section 6(3) of the Act, Sidney Council is also required to establish and maintain an emergency management organization to develop and implement emergency plans and other preparedness, response, and recovery measures.

Council Is Responsible

Council is at all times responsible for the coordination of Sidney's emergency response, except when specifically directed otherwise by the Minister of Emergency Management & Climate Readiness or the Lieutenant Governor in Council.

Emergency Program Bylaw

Town of Sidney's *Emergency Program* Bylaw (2022, No. 2237) establishes the Emergency Program Executive Committee and the Emergency Program Management Committee, and is found in Annex B.

1.3 Key Definitions

In this Emergency Response and Recovery Plan:

An **Emergency** means a present or imminent event that requires prompt coordination of action to protect the health, safety or welfare of a person or to limit damage to property.

A **Disaster** means a calamity that is caused by accident or force of nature, and has resulted in serious harm to the health, safety or welfare of people, or in widespread damage to property.

Local Authority means the Council for the Town of Sidney.

Refer to the complete Glossary in Annex H of this Plan.

1.4 Plan Description

This *Emergency Response and Recovery Plan* provides information and guidance for use by members of the Sidney Emergency Program in coordinating response to and recovery from an emergency or disaster.

ERRP

The *Emergency Response and Recovery Plan* (referred to in this document as "The Plan" or the "ERRP") follows the guidelines of the British Columbia Emergency Management System (BCEMS) Site and Site Support Coordination standards.

The Plan holds eight descriptive sections as follows:

Contents of the ERRP

Section	Contents
1. Introduction	Information about the Emergency Response and Recovery Plan, and how it fits with the overall emergency program
2. Concept of Operations	Information on how the EOC works, including decision-making and operations
3. Site Operations	Summary of the organization and activities expected at the site of emergency response
4. Site Support Operations	A brief description of buildings, facilities, layout, and equipment available for use as an Emergency Operation Centre
5. EOC Organization	Details on the organization and activities of the EOC, including detailed checklists for EOC functions
6. EOC Activation	This section specifies the call-out procedures for emergencies affecting the Town
7. Community Disaster Recovery	Overview of Sidney's support for community recovery following a disaster
8. Financial Assistance	Summary of steps in securing financial assistance for response and recovery costs

Checklists	The Plan also contains **EOC checklists** for staff required to carry out response and recovery functions in the Emergency Operations Centre.
Hazard-Specific Plans	Behind specific tabs, the Plan includes **hazard-specific plans** containing response and recovery actions, such as atmospheric hazards or major urban fire.
Annexes	At the back of the Plan, the user will find a series of **annexes** with background and reference information, including forms to assist EOC personnel with planning, decision-making, and implementation.

1.5 Responsibility for the Plan

Shared Responsibility for the Plan

Responsibility for keeping this *Emergency Response and Recovery Plan* is shared among members of the Emergency Planning Committee. Membership includes the following positions:

- Chief Administrative Officer (Chair)
- Deputy Clerk
- Council Representative
- S/Sgt. RCMP
- Director of Engineering & Works
- Director of Corporate Services
- IT / GIS Manager
- Director of Development Services
- Manager of Planning
- Deputy Fire Chief / Training Officer
- Emergency Management Coordinator / Fire Chief

Primary EOC members are responsible for maintaining their own checklists. The Sidney Emergency Planning Coordinator is authorized to ensure all departments, agencies, and organizations keep the Plan up to date.

Emergency Program Coordinator Responsibilities

In addition, Emergency Planning Coordinator responsibilities include:

- Assembling all comments and overseeing document revisions periodically and as required
- Notifying all Plan holders of any changes and providing revised pages or electronic files of the Plan
- Keeping the Town's Mayor, Council, and staff informed on the status of the Plan.

2. Concept of Operations

2.1 Guiding Principles

Incident Command System Principles

With this Plan, the Town of Sidney adopts the Incident Command System (ICS) and the British Columbia Emergency Management System (BCEMS) for use in all response efforts. The guiding principles for response include the following:

Management Functions – The Town adopts the primary ICS functions, including Command / Management, Operations, Logistics, Planning, and Finance / Administration.

The individual designated as the Incident Commander (IC) at an emergency site, or the EOC Director in an Emergency Operations Centre (EOC), has responsibility for all functions.

Management by Objectives – This principle draws a direct link between policies and actions. "Management by objectives" calls for four basic steps:

- Understand Town policies and direction
- Establish incident objectives
- Select appropriate strategies
- Perform actions, such as applying tactics appropriate to each strategy, assigning the right resources, and monitoring performance.

Unity and Chain of Command – Under ICS, "unity of command" means that every individual has one designated supervisor. "Chain of command" means that there is an orderly line of authority within the organization.

Action Plans – Every incident must have oral or written action plans that provide direction to all supervisory personnel on future actions, including measurable objectives to be achieved.

Operational Periods – Actions are always prepared around a timeframe called an "operational period." The length of an operational period, selected by the Incident Commander or EOC Director, is based on the needs of the incident, and thus may change over the course of an event.

Unified Command – The principle of Unified Command is an important feature of ICS and of the Town's Plan. Unified Command allows key agencies with jurisdictional or functional responsibility for an incident to jointly develop a common set of incident objectives and strategies. This is accomplished without losing or giving up agency authority, responsibility or accountability. All incidents where Unified Command is applied shall function under a single, coordinated Action Plan.

Span of Control – Every person in the EOC must monitor the number of others reporting to him or her. Acceptable span-of-control may vary from three to seven reporting elements.

Common Terminology – The Town of Sidney adopts the ICS principle of using common terminology in referring to organizational elements, position titles, resources and facilities.

In an emergency, the principles of ICS and BCEMS shall be used by all organizations involved in emergency operations, including the following:

- On-scene Fire, RCMP, Ambulance, and Public Works
- Any municipal department that may assist in an emergency
- The Sidney Emergency Operations Centre

2.2 BCEMS Levels

Four Levels Under BCEMS

BCEMS anticipates response organizations at four levels:

Site – An Incident Commander assesses the situation and oversees site activities, where appropriate.

Site Support – An Emergency Operations Centre, if required, is activated to coordinate all non-site activities in support of the Incident Commander.

Regional Support – If an emergency is very large, a Provincial Regional Emergency Operations Centre (PREOC) may be established to provide support and coordination to one or more local authority EOCs. An EOC normally turns to the PREOC for support when all other resources are exhausted, or when the local authority requires coordination that is outside its jurisdiction. The PREOC serving the Town of Sidney is located in Central Saanich on Keating Cross Road.

Provincial Support – If a PREOC requires support, it requests assistance from the Provincial Emergency Coordination Centre (PECC), also located at EMCR Headquarters on Keating Cross Road.

2.3 Response Goals

Priority When Goals Conflict

The Sidney site response level and EOC jointly support a prescribed set of response goals set out in priority as follows:

1. Provide for the safety and health of all responders
2. Save lives
3. Reduce suffering
4. Protect public health
5. Protect government infrastructure
6. Protect property
7. Protect the environment
8. Reduce economic and social losses

All action plans take these goals into consideration.

2.4 Response Levels

Response Levels Increase with Complexity of Emergency

This Plan recognizes three levels of potential activation.

Level 1 actions reflect events that are normally managed by first responder agencies on a regular basis. However, the EOC may be activated when there is potential for the event to escalate and requires monitoring. There is little need for prolonged site support activities and the event will likely end in a relatively short time. If activated, relatively few EOC functions are filled, typically the EOC Director, Information Officer, and Planning Section Chief.

Level 2 events are emergencies that are of a larger scale or longer duration and may involve limited evacuations, additional or unique resources, or similar extraordinary support activities. This level requires the EOC Director to initiate a limited activation of the EOC.

Level 3 events are of large magnitude and/or long duration or may have multiple sites that involve several agencies. This level requires the notification of the Sidney EOC team and activation of the EOC.

2.5 Decision-Making

Council Delegates Authority to Incident Commander and EOC Director

All decisions affecting emergency response require accurate and timely information, as well as input and consultation from relevant staff members and agencies.

While Council is responsible for the direction and control of emergency response, Section 6(4) of the *Emergency Program Act* allows Council to delegate its powers and duties to an emergency management organization. Council delegates to the Incident Commander the power to make response decisions at the site of an emergency. Council also delegates the power for site support decisions to the EOC Director.

Both the Incident Commander and the EOC Director must carefully assess, evaluate, and prioritize issues requiring a decision or approval. Once a decision is made, it is documented, assigned to applicable positions for implementation, and communicated to all appropriate ICP and EOC staff and support agencies. Briefings are commonly used to facilitate the decision-making process.

2.6 Information Flow

Management Direction Follows Response Organization

Information flowing to and from Sidney's EOC must be managed carefully. BCEMS identifies four types of information:

Management directions must follow the lines of authority established for the response organization. For the Sidney EOC, these lines are represented in the EOC organization chart presented in Section 5. Among the different BCEMS levels, command decisions and priorities are communicated between the Incident Commander and EOC Director, and between the EOC Director and the Policy Group.

Situation Reports Flow from the Site

Situation reports from the site of an emergency are a function most commonly managed through the EOC Planning Section. The EOC compiles an amalgamated EOC Situation Report within a reasonable time period from receipt of the incident information.

Resource Requests are Managed by Logistics

Resource requests normally flow from the site Incident Commander to the Operations Section of the EOC, or directly to the EOC Director for policy decisions. The Operations Section Chief forwards resource requests to the Logistics Section, which may in turn request assistance from the PREOC.

General Information may be Freely Exchanged

General information may be exchanged among members of a response organization, and a function at one level is free to exchange information with a similar function one level above or below them.

2.7 Assistance from Others in a Disaster

In addition to its responsibility to be prepared to deal with disasters and emergencies within its own boundaries, Sidney has agreed to assist and request assistance from other communities on the Saanich Peninsula, or elsewhere in the Capital Region, in times of emergency.

Sidney may Request or Provide Resources to Other Jurisdictions

Assistance from other municipalities in the Capital Region usually includes the dispatch of emergency response resources, such as vehicles, apparatus, equipment, supplies, and members of community volunteer programs with the coordination of the Provincial Regional Emergency Operations Centre.

2.8 After Action Report

The Sidney Emergency Planning Coordinator is responsible for ensuring that an After Action Report is prepared on all aspects of emergency response and recovery.

The EPC Leads the After Action Report

In addition, the Emergency Planning Coordinator shall ensure that all documented records are complete and available in the event of a public inquiry.

3. Site Operations

3.1 Site Organization

All First Responders Apply ICS

The Site Organization is Flexible

At the site of a dangerous event within the Town of Sidney, emergency response agencies apply the principles of the Incident Command System.

All site activities within the jurisdiction of the Town of Sidney are managed by an Incident Commander at an Incident Command Post (ICP). The Incident Commander is responsible for the overall direction of activities in and related to the incident. For most response activities, the Town will supply the Incident Commander, based on the nature of the incident and capabilities of the agencies involved.

The site response organization has the capability to expand or contract to meet the needs of the incident. Even if the event is very small in geographic scope and only one or two responders are involved, there will always be an Incident Commander. Large incidents may require separate sections within the response organization. The overall structure of the response organization is dictated by the nature of the event and the response requirements.

3.2 Site Functions

The Incident Commander Determines the Site Organization

A number of functions may be required at the site of an emergency, and all are controlled by the Incident Commander.

The Incident Commander sets priorities, develops strategies, selects tactics and assigns tasks to control the threat. This includes overall responsibility for the safety and health of all personnel within an area.

The Incident Commander is given the widest possible scope to use their initiative with minimal restrictions. The Incident Commander has overall responsibility for the following functions at the site:

Command – Set objectives and priorities, has overall responsibility at the incident or event.

Operations – Prepare the tactical objectives, develop an organization, and direct all resources to carry out response activities.

Planning – Develop an action plan to accomplish the objectives, evaluate information, and maintain resource status.

Logistics – Provide support to meet incident needs, including resources and all other services required for response success.

Finance / Administration – Monitor costs related to incident, and provide accounting, procurement, and cost analyses.

The Incident Commander May Request an EOC

The Incident Commander establishes a command structure that meets the particular needs of each situation. The Incident Commander may also call on the Town of Sidney at any time to provide support, coordination, and policy guidance through the establishment of an Emergency Operations Centre. Refer to Section 6 of the Plan for positions with the authority to activate the EOC.

3.3 Site Facilities

Site facilities are established according to the kind and complexity of the emergency event.

The Incident Commander Identifies the Site Facilities Required

Incident Command Post – The Incident Commander identifies an Incident Command Post at or near the site of an emergency where the Incident Commander oversees all incident operations. There is only one Incident Command Post for each incident.

Staging Areas – The Incident Commander may establish one or more Staging Areas where available resources are kept while awaiting incident assignment. A Staging Area Manager oversees actions at the Staging Area and reports to the site Operations Section Chief or to the Incident Commander.

Incident Base – Assisting agencies may be directed to an Incident Base, a centre where all primary and support activities for the incident gather. Normally, this is the location where all uncommitted (out-of-service) resources gather while preparing to support site operations.

Camps – Camps are temporary locations within the general incident area that are equipped and staffed to provide sleeping, food, water, and sanitary services for incident responders.

Helibase and Helispots – A helibase is the facility for parking, fuelling, maintaining, and loading helicopters. Helispots are temporary locations in the incident area where helicopters can safely land and take off to load or unload personnel, equipment, and supplies.

Site facilities are usually physically separated from the Emergency Operations Centre to avoid confusion and potential contamination.

4. Site Support Operations

4.1 Emergency Operations Centre

The EOC Supports Site Response Activities

The Emergency Operations Centre (EOC) is the Sidney facility for co-ordinating its response to a major emergency or disaster. When required, the Emergency Operations Centre is largely staffed by Sidney staff and representatives from other agencies.

The Emergency Operations Centre supports all response activities at the site and provides overall direction to the responders. Specifically, it centralizes information about the emergency, coordinates emergency response among Sidney departments, identifies critical needs, and establishes emergency response priorities. In addition, the EOC provides timely information to the public concerning the emergency.

4.2 Primary and Alternate EOC Locations

Primary Site: The EOC is located in the:

- Community Safety Building, 2245 Oakville Avenue

Secondary Site: An alternate EOC may be located at:

- Public Works Building, 2285 Ocean Avenue

If the primary site is unusable, the EOC Director will post a notification by person or by sign giving directions to the alternate EOC site.

4.3 EOC Equipment and Supplies

The Emergency Planning Coordinator maintains a complete list of equipment and supplies that are dedicated to use within the EOC.

Refer to the current EOC Inventory list with the EOC Support Unit Coordinator checklist.

4.4 EOC Facilities

The EOC Consists of a Single Room with Space for All EOC Functions

The primary EOC facility consists of the following features:
- One meeting room in the Fire Hall with several tables available for organizing the EOC by function, including EOC Director, Management Staff, Operations, Planning, Logistics, and Finance / Administration.
- An adjacent room provides space for the Communications (Radio) Team, with connection to external antennas, and for the Call Centre.
- The EOC is stocked with incidental supplies, paper, pens, etc., and has access to cable television.
- The building is equipped with auxiliary electrical power to operate all services and functions.

The following figure illustrates the layout of the primary Sidney EOC.

Figure 1. Graphic Layout of Functions within the Sidney Primary EOC
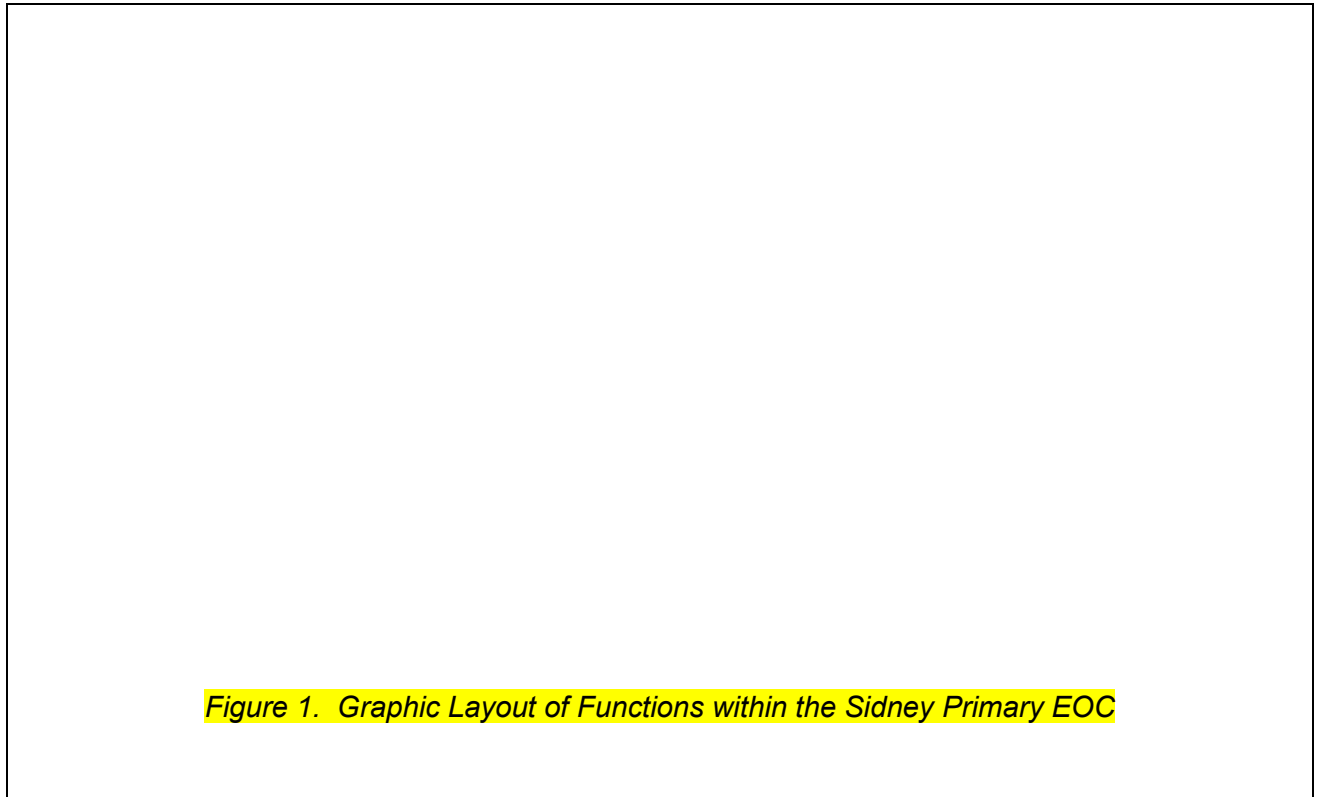
4.5 Identification within the EOC

The EOC Staff Will Use Colour Coding

To apply the common terminology guidelines of BCEMS, the Town adopts the following identification system for EOC facilities and personnel.

- Green   EOC Director and Deputy Director
- Red   Management Staff
- Orange   Operations
- Blue   Planning
- Yellow   Logistics
- Grey   Finance / Administration

Identification may take the form of a vest. These identifiers do not prevent any personnel from wearing their agency's insignia or uniform. Signs identifying the location of each EOC function shall also be posted.

4.6 EOC Communications

Alternative Means of EOC Communication

One primary EOC objective is the efficient collection, assimilation, and dissemination of information from the emergency site to the resource managers and to the public at large.

It may be possible for the Incident Commander to establish a telephone link with the EOC from the site, depending on the nature of the emergency. It is essential that other means of communication, independent of the telephone lines, be established. Some alternative means that may be considered are:

- Department radios, e.g., Fire, RCMP, Public Works
- Radio or cellular telephones
- Emergency Communications Group
- Messengers, e.g., local bicycle clubs

EOC communications consists of the following elements.

Telephone Systems in the EOC

Telephone / Mobile Phone – Telephone will be the primary means used by the EOC members in communicating with others, with radio as a backup. The primary EOC (Fire Hall) has 15 VOIP handsets with one additional telephone as a "floater." All telephones have voicemail capability.

In addition, all Sidney managers regularly carry and use smart phones, which include voice, email, and internet capability. These units would be utilized during an emergency.

Computers in the EOC

Computers – Ten notebook computers are dedicated to EOC use, and most have email capability. Each computer provides the user name and password, and is capable of both wireless and Ethernet wall connection.

Fax Machines and Copiers in the EOC

Facsimile – EOC equipment includes a multi-function desktop machine with scanner-printer-fax-photocopy capability. There are two analog lines in the EOC for use by fax machines.

4.7 EOC Deactivation

Steps to Consider in EOC Deactivation

The EOC will be deactivated by the EOC Director. Deactivation calls for all EOC personnel to complete the following steps:

1. Collect and archive all documents, maps, records that have not already been managed by the Documentation Unit.

2. Return all borrowed equipment.

3. Itemize all purchased equipment and supplies and give the list to the Sidney Emergency Planning Coordinator.

4. Return tables and equipment, and check that everything is working well.

5. Return tables, chairs, and equipment to the pre-disaster conditions. Ensure all borrowed equipment is fully operational.

6. Restock supplies (see the EOC Inventory list with the EOC Support Unit Coordinator checklist).

7. Clean the EOC facilities.

8. Final readiness check by EOC Director, Emergency Planning Coordinator.

5. EOC Organization

5.1 EOC Functions

The EOC Group

The EOC Group is responsible for making operational decisions required to support efficient response to an emergency or disaster. The size and composition of the EOC may vary according to the requirements of the particular circumstances. The common elements of the EOC include:

The Policy Group Offers High Level Guidance

Policy Group – This *ad hoc* group may include the Mayor, members of Council, and administrators who make high level decisions concerning the Town's response and recovery. The Policy Group liaises with the EOC Director and does not direct emergency response at the site or EOC during an incident. Two members of the Policy Group are accessible to the EOC Director at all times for consultation during an emergency.

EOC Management Provides Overall Coordination

Management Staff – EOC managers are responsible for overall emergency coordination, public information and media relations, agency liaison, and risk management procedures through the joint efforts of Sidney departments, service providers, and utilities.

Operations Implements Action Plans

Operations – This group is responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of action plans.

Planning Collects and Evaluates Information

Planning – Planning functions collect, evaluate, and disseminate information; develop Action Plans and situational status reports in coordination with other functions, and maintain all EOC documentation.

Logistics Acquires Resources

Logistics – Logistics provides facilities, services, personnel, equipment and materials in support of site operations, and for site-support, such as the EOC.

Finance / Administration Tracks Costs

Finance / Administration – This group is responsible for financial services and other administrative aspects during the emergency.

The purpose of the EOC is to provide support for the Incident Commander by obtaining resources, maintaining up-to-date information, coordinating activities, and providing the public with information. The EOC also coordinates related activities that are beyond the capability of the Incident Commander, such as planning large-scale evacuations.

5.2 Unified Command in the EOC

Unified command in an ICS management process allows organizations and agencies with jurisdictional or functional responsibility for an incident to jointly develop a common set of incident objectives and strategies. Response <u>on-site</u> may be directed either by single command or unified command from a single Incident Command Post.

Unified Command May be Applied at the Site and in the EOC

Likewise, response coordination for <u>site support</u> at the EOC may involve either single or unified command. This is accomplished without personnel losing or giving up organizational authority, responsibility, or accountability.

Applying unified command in the EOC means that any combination of organizations may work cooperatively to manage the EOC activities. The EOC Director position is filled by two or more members in unified command. It is the policy of the Town of Sidney to collaborate with other organizations in unified command, where possible.

5.3 EOC Personnel

The staff for the EOC will be composed of designated municipal employees, community members, and support agency representatives who have been trained in advance. EOC personnel and agencies may change throughout the course of an emergency. Emergency service organizations (e.g., Fire, RCMP, Ambulance, and Public Works) may be actively involved during emergency response.

EOC Functions Have Specific Titles

When activated, the titles for the primary EOC functions are:

<u>Policy Group Member</u>

<u>EOC Director</u>
- Deputy EOC Director
- Risk Management Officer
- Liaison Officer
- Information Officer

<u>Operations Section Chief</u>
- Fire Branch Coordinator
- Police Branch Coordinator
- Engineering Branch Coordinator
- Environment Branch Coordinator
- Emergency Support Services Branch Coordinator
- Community Branch Coordinator

<u>Planning Section Chief</u>
- Situation Unit Coordinator
- Documentation Unit Coordinator
- Mapping Unit Coordinator
- Advanced Planning Unit Coordinator
- Recovery Unit Coordinator

<u>Logistics Section Chief</u>
- Information Technology Branch Coordinator
- EOC Support Branch Coordinator
- Supply Unit Coordinator
- Personnel Unit Coordinator
- Transportation Unit Coordinator

Finance / Administration Section Chief
- Time Unit Coordinator
- Purchasing Unit Coordinator
- Compensation & Claims Unit Coordinator
- Cost Accounting Unit Coordinator

5.4 Outside Agencies in EOC

A Number of External Agencies May Assist in the EOC

Depending on the nature of the emergency, representatives from a number of external agencies may participate in the Sidney EOC, including the following:

- BC Ambulance Service
- BC Hydro
- BC Ministry of Agriculture
- BC Ministry of Emergency Management and Climate Readiness
- BC Ministry of Environment and Climate Change Strategy
- BC Ministry of Forests
- BC Ministry of Health
- BC Ministry of Transportation and Infrastructure
- Canadian Coast Guard
- Canadian Red Cross
- Capital Regional District
- Department of National Defence
- District of Central Saanich
- District of North Saanich
- Fortis BC
- School District 63, Saanich
- Telus
- Vancouver Island Health Authority
- Victoria Airport Authority

The function of each representative will be determined by the EOC Director and may include any position in the EOC Management or General Staff.
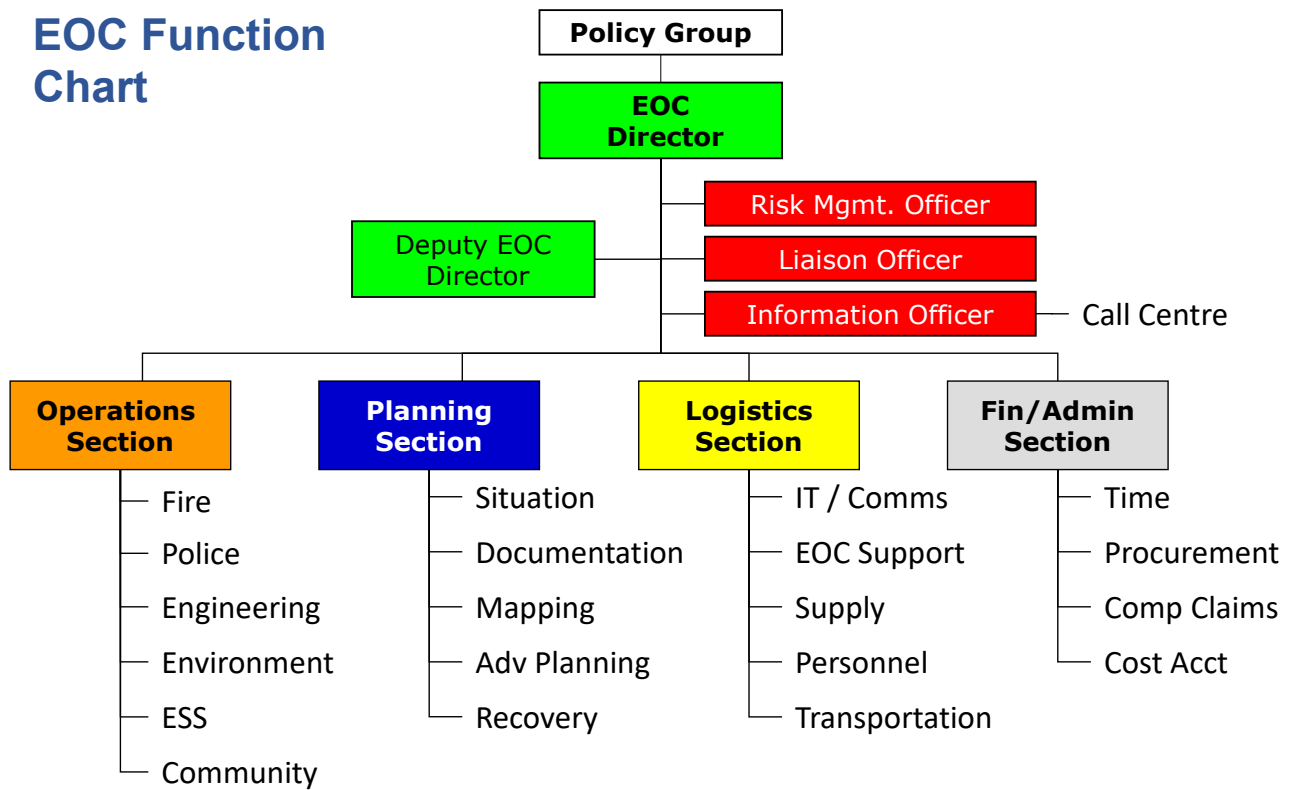
5.5 EOC Organization Chart

The EOC structure for a fully developed response organization is shown in Figure 5-1.

Not every EOC function will be filled in every emergency or disaster.

The situation at hand will dictate the functions to be activated. As a minimum, an active EOC requires only an EOC Director. Other functions are staffed as needed.

EOC Function Chart

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                                    ┌──────────────┐
                                    │ Policy Group │
                                    └──────────────┘
                                    ┌──────────────┐
                                    │     EOC      │
                                    │   Director   │
                                    └──────────────┘
                                          │
                          ┌───────────────┼──────────────────────┐
                          │               │  ┌──────────────────────┐
            ┌──────────────┐              ├──│  Risk Mgmt. Officer  │
            │  Deputy EOC  │              │  └──────────────────────┘
            │   Director   │──────────────┤  ┌──────────────────────┐
            └──────────────┘              ├──│    Liaison Officer   │
                                          │  └──────────────────────┘
                                          │  ┌──────────────────────┐
                                          └──│ Information Officer   │── Call Centre
                                             └──────────────────────┘
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Operations Section	Planning Section	Logistics Section	Fin/Admin Section
Fire	Situation	IT / Comms	Time
Police	Documentation	EOC Support	Procurement
Engineering	Mapping	Supply	Comp Claims
Environment	Adv Planning	Personnel	Cost Acct
ESS	Recovery	Transportation	
Community			

Figure 5.1 Organization Chart for a Fully Developed EOC

6. EOC Activation

6.1 EOC Activation

Several Positions Are Authorized to Activate the EOC

The activation of the Sidney EOC will normally come as a request from the on-site Incident Commander of any first responding agency.

The following positions are delegated the authority to activate the Emergency Operations Centre, in whole or in part:

- Mayor
- Municipal Administrator
- Any Incident Commander
- Emergency Management Coordinator or Delegate

A declaration of state of local emergency or provincial emergency is <u>not</u> required to activate the EOC. However, the EOC must be activated once a local or provincial declaration of emergency has been made that affects the Town of Sidney.

6.2 EOC Notifications

The EOC Director Follows These Steps in Notifying Sidney Staff About an EOC

Initial reports of a major emergency or disaster will likely be received by the Fire Department or RCMP Detachment. The recipient of the initial report will advise the most senior member of the department who can be reached.

The senior member of the department receiving the report will consider whether or not instructions should be issued to call out or place on standby all or some of the following:

- Chief Administrative Officer
- The Emergency Operations Centre (EOC) staff
- Municipal employees
- PEMO Volunteer Services

Sequence of Events

a) The Chief Administrative Officer will be contacted by the senior department member in order to be advised of the situation, with a recommendation on whether to institute callout / standby procedures. The CAO will decide which elements of the Sidney Emergency Program are to be called out or placed on standby and will then notify the Sidney RCMP Duty Officer of this decision.

b) If the CAO cannot be reached, the Acting CAO, RCMP Detachment Commander, Fire Chief, or Emergency Management Coordinator will be contacted. In all instances, the Municipal Administrator will ensure that the Mayor is contacted and advised of the situation at the first available opportunity.

c) The Duty Officer will contact the following, as appropriate, to apprise them of the situation and notify whether they are on call-out or standby:

1. Emergency Management Coordinator

2. Deputy Emergency Management Coordinator

3. Chief Administrative Officer

4. Chief Constable, RCMP

5. Council Members

6. Director of Engineering & Works

d) The Emergency Management Coordinator is responsible for calling-out or placing on stand-by those members of the Sidney EOC staff and volunteer services considered required.

If called out, Sidney Council will assemble in the Council Chamber, and the EOC members will assemble in the Emergency Operations Centre. Municipal employees and personnel will go to their normal places of duty, as directed.

6.3 EOC Staffing

The EOC Director May Appoint Any Qualified Staff To the EOC

The EOC Director will determine appropriate staffing for each activation level based on the current and projected situation. The EOC Director is authorized to appoint any qualified person to any EOC function, including personnel from other jurisdictions, contractors and volunteers.

EOC Management Team positions should be filled as a priority by qualified individuals from Sidney staff or adjacent communities. Sub-positions within the EOC organization may be filled by qualified personnel independent of rank or agency affiliation.

Initially, all positions may be staffed by the first available individual most qualified in the function to be performed. The number and type of staff members required depends on the functions activated in the response effort. The EOC Director should not overlook the importance of administration and clerical staff for office management, data entry, note-taking, file maintenance, and similar important duties.

While serving in an EOC function, every person agrees to act in good faith on behalf of the Town of Sidney.

Selecting EOC Staff

In staffing the organization, the EOC Director considers the skills, knowledge, and experience of available personnel, and identifies at least one primary and one alternate person for each function.

Points to Consider When Assigning Sidney Staff to the EOC

Consider these points in designating Sidney employees in the EOC organization:

- Sidney employees may be involved with repairing critical infrastructure or delivering important public services.

- A response effort that requires weeks or months would take Sidney employees away from other public services.

- The municipality is not eligible for financial assistance through EMCR for employee wages associated with regular working hours. Only overtime is eligible and must be documented.

The guiding principle in staffing the EOC is that all members must have the knowledge, skills, and attitude needed for success in the assigned functions, regardless of position or organization. EOC personnel and agencies may change throughout the course of an emergency.

Alternative Sources of Trained EOC Staff

Sources of EOC Staff

The order of priority in selecting EOC staff is as follows:

- Full-time Sidney employees

- Paid staff from adjacent municipalities, such as the District of Central Saanich or the District of North Saanich. The assisting local government supplies trained staff at their cost, except for overtime and incidental costs recoverable by them from the Province.

- Request assistance through PREOC for EOC support staff if other options have been exhausted. The PREOC may also approve contracts for technical specialists, such as GIS, Risk Management, or other EOC positions.

7. Community Disaster Recovery

7.1 Purpose

Disaster Recovery Includes Economic Concerns

Community recovery refers to the coordination of humanitarian aid to the citizens of Sidney following disaster. This includes attention to the economic and psycho-social recovery of the entire community and its inhabitants, including individuals and families, business owners, non-profit organizations, and community groups. The type and magnitude of the hazard and specific event will determine the need for community recovery following any emergency or disaster.

7.2 Authorities

The Council is Responsible for Disaster Recovery

Although community recovery requires the cooperation of several government agencies and non-government organizations, only the Council for the Town of Sidney has the legislated responsibility for community-wide recovery under the *BC Emergency Program Act* and regulations.

Council is specifically identified as the entity under the Act with authority and responsibility for setting and implementing recovery policies and priorities. A delegate of Council will be authorized as the Recovery Director to lead the management and coordination of all recovery activities within our jurisdiction.

7.3 Scope

Recovery Includes Critical Infrastructure

Community disaster recovery activities address any major emergency or disaster resulting in impacts within municipal boundaries. Recovery begins at the moment of impact, and continues until a formal, coordinated effort ceases to be effective. The Town manages the restoration and recovery of critical infrastructure, such as potable water, sewer and wastewater services, and roadway maintenance within the municipal jurisdiction.

7.4 Concept of Recovery Operations

To be effective, recovery must begin as soon as impacts can be anticipated. Much of the responsibility for determining the need for and extent of a formal recovery effort falls to the Sidney EOC. The EOC Planning Section usually first documents the magnitude, type, and extent of consequences associated with a disaster.

The EOC Determines the Extent of Formal Recovery

Under the BC Emergency Management System (BCEMS), the EOC Planning Section contains the Recovery Unit, the function that interprets the type and extent of damage to determine the appropriate scope of recovery services. The Recovery Unit usually first documents the magnitude, type, and extent of consequences associated with a disaster. Other EOC functions also support decisions surrounding a formal recovery organization.

Recovery Unit Coordinator in the EOC

In essence, the EOC Recovery Unit Coordinator "triggers" the appropriate recovery effort based on an assessment of damage, the scope of recovery required, and the likely duration of the recovery phase. The Recovery Unit addresses the need to coordinate disaster recovery efforts on a community or regional scale.

The EOC Will Manage Small Recovery Needs

The Recovery Unit will likely coordinate recovery efforts in small events that are limited in scope and duration while the EOC is active. The Recovery Unit Coordinator assesses available damage information to foresee the need for larger coordination efforts through a Recovery Organization. A checklist for the Recovery Unit Coordinator may be found behind the tab for the Planning Section of this Plan.

The EOC Director Calls for a Recovery Director If Needed

If recovery needs exceed the ability of the EOC Recovery Unit, the Coordinator advises the EOC Director to establish a Recovery Organization. If warranted, the Coordinator requests that the EOC Director approach Council with a recommendation to identify and authorize a Recovery Director, and to establish an initial budget for recovery.

The Recovery Director Facilitates Multiple Agencies

A call for a formal organization to coordinate recovery efforts means specific actions by pre-designated personnel. The Recovery Director, for example, brings together representatives of the many organizations with roles in disaster recovery. Collectively, these representatives constitute a "Multi-Agency Coordination (MAC) Group" for the purpose of collaborating in disaster recovery services.

7.5 Collaborative Agencies in Recovery

A Wide Range of Agencies May Assist With Recovery

A number of local, regional, and national voluntary service organizations support community recovery. Our community recovery partners include, but are not limited to, the following:

- Adventist Development and Relief Association
- BC Housing
- BC Ministry of Children and Family Development
- BC Ministry of Health
- Buddhist Compassion Relief Tzu Chi Foundation Canada
- Canadian Disaster Child Care
- Canadian Mental Health Association
- Canadian Red Cross
- Emergency Management and Climate Readiness
- Mennonite Disaster Services
- Salvation Army
- St. John Ambulance
- St. Vincent de Paul
- Vancouver Island Health Authority
- World Renew

Each service organization has an interest and possesses expertise in a specific area of recovery and may target their services at different phases of the recovery process. To be effective, each service organization must have a clear understanding of their role and how they should interact and coordinate with others.

8. Financial Assistance

8.1 Introduction

Sidney May Receive Financial Assistance

EMCR Coordinates Financial Assistance

Under the *Emergency Program Act* and the *Compensation and Disaster Financial Assistance Regulation (C&DFA)*, the Town of Sidney may receive financial assistance for eligible emergency response costs incurred during a disastrous event, and assistance for some post-disaster recovery costs expended to repair or restore public works and facilities that are essential to Sidney operation.

Under this legislation, Emergency Management and Climate Readiness (EMCR) is authorized to assist local authorities with eligible costs for response and recovery, providing there is sufficient documentation.

8.2 Response Costs

Response Costs May be Eligible for Financial Assistance

Response means all efforts to save lives, reduce suffering, protect property, and other immediate objectives to reduce threats from emergencies. EMCR is permitted under the *C&DFA Regulation* to assist the Town with 100 percent of eligible response costs.

Sidney is expected to first pay response costs, then to submit claims to EMCR for processing.

Eligibility for response costs depends on these factors:

Type of Event – Most disasters caused by natural hazards may be considered for financial assistance under BC legislation, including severe winter storms and earthquake situations. Town expenses caused by unexpected events will likely be considered on a case-by-case basis.

Event Size or Magnitude – Most emergency events will be small in size and require relatively little response effort, and thus are ineligible for provincial assistance. The province reserves the right to refuse claims from the Town for such events as minor flooding or snow storms. Contact the EMCR Regional Manager or PREOC for advice.

Nature of Expenditure – The nature of the response expenditure is an important factor to consider. Only response expenses and staff time over and above normal day-to-day costs are eligible for assistance. Also, eligibility pertains to response costs for efforts needed to preserve public safety related to a specific event.

Contract and Equipment Rates – There are limits on the rates that are eligible for financial assistance from the province. The province will only assist the Town with equipment rental costs to the rates accepted by the province. These rates are published in the *Blue Book - Equipment Rental Rate Guide*, including values for a wide range of heavy equipment. Contracts should also specify either provincial Group 1 or Group 2 rates for meal allowances, travel, and accommodation.

Compensation through Other Means – If Sidney has access to funds through other means to recover response expenditures, the province

may reduce or forego payment. For example, if the Town seeks legal compensation from a person who caused an emergency under the *BC Emergency Program Act*, the province will account for such claims in calculating the amount of provincial assistance.

Refer to the checklists and aids for the EOC Finance / Administration Section Chief for examples of eligible response costs.

8.3 EOC Procedures

EOC Steps in Tracking Response Costs

To be most effective, the Finance / Administration Section of an EOC should be operating as soon as possible in an emergency that generates Town response and recovery costs.

From the perspective of an Emergency Operations Centre, Sidney should undertake four activities to assist with later claims for response costs. These activities include:

1. Obtain an EMCR Task Number – Request a Task Number from EMCR, either by telephone to the Emergency Coordination Centre in Victoria, or through the EMCR Regional Manager. Every supplier and contractor, all staff members working overtime, and all volunteers should record and reference the EMCR Task Number in tracking their hours and costs.

2. Submit EOC Expenditure Authorization Forms, where required – Prepare and submit an EOC Expenditure Authorization Form (EAF) to the PREOC to confirm eligibility of particular response costs for actions being considered by the Town. A blank EOC Expenditure Authorization Form (EOC Form 530) is available in Annex D.

Once an EAF has been authorized by the PREOC, Sidney is assured the province will provide assistance to the dollar limit identified, as long as the proper documentation is provided with the claim. If circumstances require an increase in the estimate, the EOC should prepare an addendum to the EAF and seek authorization from EMCR through the PREOC.

3. Submit EOC Daily Expenditures – Prepare a daily expenditure report and submit it to the PREOC, using EOC Form 532, available in Annex D. With the daily totals, the Town will also want to record the total cost amount committed to the entire event to date. The EOC Form 534 "EOC Expenditures – Event Totals" serves this function, also available in Annex D.

4. Submit Resource Requests – Under the BC Emergency Management System (BCEMS), Sidney is responsible for using local resources to fill immediate needs to the greatest extent possible, including any mutual aid that may be available. If locally available resources are insufficient for operational needs, the Town may request assistance through the PREOC, using EOC Form 514.

All four activities involve direct communication with the PREOC.

The EOC Works With EMCR

Once the response phase of an emergency or disaster has passed, Sidney may seek financial assistance from the province for response expenditures, as summarized in EMCR's *Financial Assistance for Response and Recovery Costs*, available through the EMCR website.

Additional information is available from:

> The *Compensation & Disaster Financial Assistance Regulation*

or

> Recovery Office
> Emergency Management and Climate Readiness
> PO Box 9201 Stn Prov Govt
> Victoria BC   V8W 9J1
> Phone: 1-888-257-4777 (Toll Free)
> Fax: (250) 952-5542

8.4 Recovery Costs

Recovery involves efforts to return Town facilities and materials to pre-disaster conditions. Sidney recovery applies to the repair or replacement of structures, equipment and materials that are essential to the Town's functions and operations.

Recovery Costs May be Eligible for Financial Assistance

Under the *Compensation & Disaster Financial Assistance Regulation*, EMCR is allowed to assist the Town with 80 percent of eligible costs required to repair or replace public facilities and materials, after applying a $1,000 deductible to eligible costs per event.

The Emergency Program Act also allows financial assistance for efforts to support community disaster recovery. The Town may qualify for up to 80 percent of eligible costs, including efforts to establish and maintain an advisory and support centre for those directly affected by a disaster.